DOCUMENT RESUME

ED 190 315 RC 012 163

AUTHOR Mulford, Charles L.; And Others
TITLE Results from the Mandated Evaluation of Extension's Community Resource Develcpment Projects in the United States.
INSTITUTION Iowa State Univ. of Science and Technology, Ames. Cooperative Extension Service.
SPONS AGENCY Department of Agriculture, Washington, D.C.
PUB DATE 7 Aug 80
NOTE 39p.; Paper presented at the World Congress for Rural Sociology (5th, Mexico City, August 7-12, 1980).

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Change Strategies; *Community Change; *Community Development; Community Resources; *Community Services; Evaluation Methods; Family Income; National Surveys; Problem Solving; *Program Evaluation; *Program Improvement; Public Policy; *Rural Extension
IDENTIFIERS *Community Resource Development Projects; Impact Studies

ABSTRACT

A 1979-1980 nation-wide study of 113 Community Resource Development (CRD) projects evaluated socio-economic impacts, as seen by CRD staff, state leaders, and knowledgeable citizens. Questionnaires were sent to the three groups to determine consequences of the programs in the categories of family income, community facilities and services, public policies and issues, and community problem-solving capacity. Results indicated the most significant changes and positive benefits were in community problem solving capacity projects and the least in family income programs. Knowledgeable citizens, 60% of whom had middle to high levels of formal education and income, indicated that CRD projects were more worthy than other tax-supported services and that community support was significantly related to CRD impact. Results also indicated some "special" groups, such as local governing officials, derived more positive benefits than other groups, suggesting, therefore, that more effort should be exerted to ensure better service to the public in general, as well as to traditional extension clientele and that improvement in data collecting procedures should be made to facilitate future evaluation efforts. (JD)

RESULTS FROM THE MANDATED EVALUATION OF EXTENSION'S COMMUNITY RESOURCE DEVELOPMENT PROJECTS IN THE UNITED STATES*

By

Charles L. Mulford**
Gerald E. Klonglan**
Meridean Maas**
Lacey Tillotson**

Prepared for the Fifth World Congress for for Rural Sociology, Mexico City August 7-12, 1980

*Research was conducted under Project No. 416-30-08-73-7450 of the Iowa Cooperative Extension Service in Agriculture and Home Economics, Iowa State University, Ames, Iowa in cooperation with the United States Department of Agriculture.

**Department of Sociology, Iowa State University, Ames, Iowa.

ABSTRACT

This paper reports the results of an evaluation of 113 community resource development projects completed by Extension field staff. This research was conducted as part of the national evaluation of U.S.D.A. Extension mandated by Congress. A wide variety of community changes are reported to have occurred because of the projects evaluated. Knowledgeable citizens indicate that the projects are relatively helpful and worthy compared to other tax supported services. The correlates of knowledgeables' evaluations are presented. Also, perceptions of State Leaders, CRD Staff and Knowledgeable Citizens of the positive and negative consequences of CRD programs for selected client groups are analyzed. State Leaders, CRD Staff and Knowledgeable Citizens generally perceived more positive than negative benefits for all the client groups. However, the relative positive and negative consequences are assessed differently by each group of subjects for the various client groups. Implications of including an examination of who benefits and of using the perceptions of staff and client to assess positive and negative consequences in evaluations of CRD Extension programs and other social programs are presented. Recommendations are made relative to CRD programming and planning.

An Overview of Extension's Community Resource Development Projects and Knowledgeables' Perceptions of Their Impact, 1979*

The United States Department of Agriculture and the Cooperative State Extension Service completed a comprehensive Congressionally mandated evaluation of all Extension programs to determine their socio-economic consequences and to identify strategies for improving program evaluation procedures. The mandate required an analysis of both positive and negative consequences that result in part from Extension's efforts.

During 1979-1980, the Sociology Department and the North Central Regional Center for Rural Development at Iowa State University participated in the national evaluation of Extension's Community Resource Development projects. The results reported here provide an overview of our findings.

Framework for Evaluation

Two overarching models of community development exist. One model implies a functional perspective; it emphasizes cooperation and consensus among participants with regard to goals and methods and assumes existence of a single public interest. This model further assesses that the interest of the community as a whole does not conflict with any of its subsystems. Tripodi and Fellin (1971:46) have observed, however, that unintended consequences frequently result from community development efforts. They state that an evaluation of change should consider both desirable and undesirable consequences. The second model of community development, based partly upon a conflict perspective, stands in contrast to the functional model that emphasizes a single public interest.

Warren (1978:375-377) states that it is clearly misleading to assume that a single public interest exists. The results of efforts to change the community will almost always be viewed as beneficial by some and disadvantageous by others. The impact of community changes may produce community cohesiveness, cause conflict, or affect the activity levels of local units.

Current federal evaluation policies and approaches call for eclectic and comprehensive evaluations. Wholey and colleagues (1975) stated that consideration must be given to an estimation of side effects caused by projects. Comprehensive evaluation measures (United States General Accounting Office [GAO], 1976:14-16) should: 1) quantify the extent to which objectives are met, 2) capture the qualitative aspects of consequences, 3) quantify, to the extent possible, unintended consequences and side-effect measures, and 4) quantify differences the projects make for beneficiaries and cost bearers. The GAO (1978:23-24) has defined evaluation as an appraisal that 1) determines the extent to which project objectives are achieved. 2) perceptions and expectations of public officials, interested groups and/or publics are satisfied, 3) and determination of the extent to which projects result in desirable and undesirable effects.

Determining which criteria to use in evaluating CRD projects is a crucial issue. Glennan (1972:177-180) clearly points out that program benefits often can't or shouldn't be solely expressed in monetary terms. He further notes that reliance upon economic benefits -- cost

analyses of manpower programs -- have led to great variability that has discredited benefit-cost analyses. Different evaluations of Job Corps using essentially the same economic data have led to estimates of benefit-cost ratios ranging from 0.3 to 5.0. Hence, Glennan advises that any analysis of benefits from some groups should also look into possible costs for others.

Katz and colleagues (1975:185-186) also question the usefulness of economic benefit-cost analyses when evaluating public agencies. In their pioneering analysis of the satisfactions of adult Americans with public agencies they make a strong case for reliance upon client reactions and satisfactions, and state that these may be the ultimate criteria. Katz and his colleagues call for using samples of personnel at various levels and samples of clients to get at efficiency, fairness and adequacy of operations. They call for efforts to match agency personnel with clientele in order to relate responses of clients to the realities of programs being administered. It is interesting to note that this study found that nearly two-thirds of the adults questioned expressed satisfaction rather than dissatisfaction with public agencies, and the demographic characteristics of clients were rather poor predictors of satisfaction. Agencies that used uniform application of services to specified entitlements and a clear set of eligibility requirements were evaluated positively by clients.

Pennings and Goodman (1976) indicate that external constituencies exist for many organizations and agencies. External constituencies sometimes provide needed resources, utilize resources provided, and frequently evaluate programs and services. They also observed that

few actual studies of constituencies have been done. It is our observation that the Extension Service is quite dependent upon constituencies. This being the case, evaluations obtained from persons outside the Extension System are essential for the mandated evaluation. Holzer (1976) indicates that while managers of government agencies have no general indicators of efficiency comparable to profit-loss statements, measures of "effectiveness of output" can be developed in terms of quality, utility, social benefit or client satisfaction that are analogous to the sales and profit data for the private sector. It is also noted that ratios of client satisfaction to program cost or resources could be used. Winnie and Hatry (1972) have called for surveys to gauge consumer perceptions of local government services.

In an attempt to synthesize the literature and to provide some evaluation guidelines for Extension System personnel, Mulford et. al. (1977) suggest that effectiveness is not a single outcome or state of affairs, that it may be necessary to look into other aspects of effectiveness in addition to productivity and efficiency. It may be necessary to obtain data from persons outside of Extension to measure inputs to program development, to measure the relative amount of public support for the Extension System, and to obtain evidence of satisfaction. Questions sometimes asked by persons outside of the Extension System when they evaluate it include, "Are the programs appropriate?" and "Are all relevant audiences reached?" In addition, persons sometimes ask, "What are the benefits for various groups?" "How effective are programs?" and "How worthy are programs compared to those of other agencies?"

In view of guidelines provided in social science literature and governmental documents regarding evaluation criteria and approaches, the framework that we have used in our analysis of CRD projects emphasizes these features:

Consideration of positive and negative consequences for diverse audience and groups.

Consideration of intended and unintended consequences.

Collection of data to obtain estimates of economic and noneconomic impact.

Utilization of data from persons outside Extension for measures of satisfaction and effectiveness to complement data obtained from personnel at various levels in Extension.

The evaluation model that we used is shown in Figure 1. The model shows that the overall research effort was aimed at determining the nature, utilization and outcomes of resources committed to community resource development projects. Specifically, the following aspects of community resource development project implementation will be determined: (1) full-time equivalent positions for various categories of projects; (2) the kinds of projects actually completed by a representative sample of CRD personnel in Extension; (3) the kinds of community changes that resulted in part from each project; and (4) which client groups or audiences are perceived as being likely to share in any positive and negative consequences that resulted because of the CRD projects.

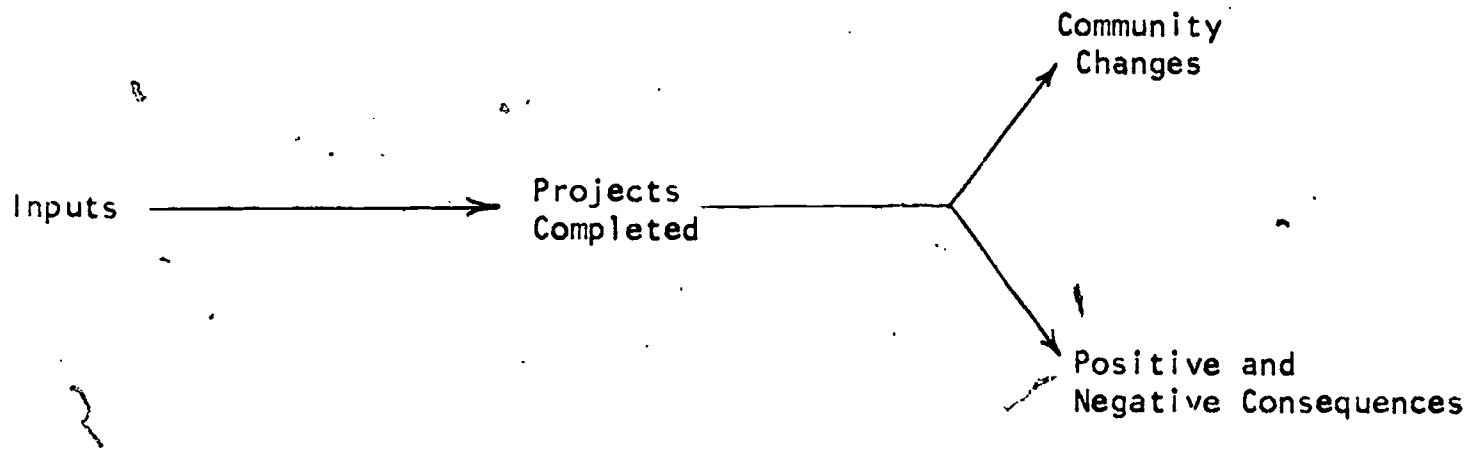
(Figure 1 about here)

Sources of Data and Study Limitations

We developed and used three different questionnaires that were mailed to personnel in the Extension System and to persons outside of Extension to obtain the data used in our analyses. Mailed questionnaires were sent during the month of July 1979 to State Leaders in forty-seven (47) continental states that have a funded CRD extension program. In addition, during the month of August 1979, questionnaires were sent to a random sample of 120 Extension personnel

who met those criteria. The number of personnel selected from each state was proportionate to the state's total of the approximately 1,400 CRD personnel in the United States.

Figure 1. Evaluation Model for Community Resource Development Projects



A third group of questionnaires was sent to 53 Extension workers who were the local contact persons for case studies of CRD projects conducted by U.S.D.A. during 1979 and to 14 1890 college and university CRD workers. Each of the 120 Extension workers who were selected in the random sample and the 1890 CRD workers provided us with a list of ten persons outside of Extension who were knowledgeable about their CRD work. These Extension workers were asked to include one person from banking, local government, local media, and the County Extension Council among the ten knowledgeables. We hoped that inclusion of the four persons from banking, government, media, and the County Council would ensure having at least some citizens who were knowledgeable about the whole community and could therefore take a broad perspective when they evaluated CRD projects. The knowledgeable citizens quesionnaire was also sent to all persons outside of Extension who had been interviewed during the 53 case studies who had agreed to complete a questionnaire, but these data are not analyzed here.

Reminder letters were sent twice to encourage the State Leaders, Extension CRD workers, and knowledgeable citizens to fill out the questionnaires and return them to us. The number of questionnaires sent, returned, and the return rates are shown below in Table 1. It is clear that the response rates were considerably greater than ordinarily experienced in survey research studies (see Kerlinger, 1973:414). These response rates add to the confidence that we can have in the representativeness of units from which data were actually obtained.

Table 1. Populations, Samples and Return Rates for National CRD Study

Subjects Sent Questionnaires:	Population	Sample	Number Returned	Percent
1. State Leaders	47	47	45	96%
2. Random Sample and 1890 CRD Workers	1,428	134 (Included 120 Random and 14 1890's)	113	84%
3. Case Study Contact CRD Workers	53	53	39	74%
4. Knowledgeables named by Case Study Contact CRD Workers	501	501	311	61%
5. Knowledgeables named by Random Sample and 1980 CRD Workers	1,340	1,340	726	54%

Two major limitations of this study should be kept in mind. Data were collected regarding completed or nearly completed CRD projects and therefore limits the researchers to undertaking a summative rather than a formative evaluation. This means that any insights provided by the evaluation will only be useful to managers and others for application relative to future projects. Also restricting data collection to completed or nearly completed projects automatically excluded collection of information about projects that were not successful.

A second limitation is related to the fact that knowledgeable citizens, who served as respondents in this study, were named by Extension workers. This procedure of selecting knowledgeable respondents created chances for bias that were favorable to the Extension system. Several factors were deliberated prior to the decision to use Extension nominees. For example, the fact was considered that there is no official roster of all Extension clientele in the nation. A random sample of all U.S. citizens would be inadvisable in that such a sample might result in too many persons who were not knowledgeable enough about CRD to adequately evaluate its program. Even if the populations of all knowledgeable persons were known for each Extension worker's geographical area, the selection of random samples from these areas would have been extremely difficult, if not impossible, to develop within the time and budget constraints of this study. After deliberations such as these, it was decided the Extension worker nomination system was the only practical means of collecting data from informants external to the Extension system. In view of these limitations, readers, who are concerned about possible positive bias, should remember that positive results may not in actuality be as positive as presented while negative results may be somewhat more negative than the presented results.

We would like to point out that in this base data report, our primary focus will be upon State Leaders, CRD staff included in the random sample and the 1890 sample, and knowledgeable citizens named

by the random sample and 1890 CRD staff. For simplicity purposes, random sample and 1890 CRD workers will be referred to as CRD staff, hereafter, in this paper.

Evidence Regarding What Extension CRD is Doing

State Leaders were asked to specify the average number of Extension staff years (FTEs) budgeted during 1974-78 and the FTEs budgeted for 1978 for the four program categories: 1) Family Income, 2) Community Facilities and Services, 3) Public Policies and Issues, 4) Community Problem Solving Capacity. These categories are being used by Extension to categorize the various kinds of community consequences that result in part from Extension's efforts to help communities. The mean FTE information for all states in presented in Table 2. Most Extension staff years are being and have been budgeted for increasing community problem solving capacity and for helping communities secure additional facilities and services. Fewer staff resources are being and have been budgeted for family income programs and for programs that address public policies and issues.

The kinds of projects that CRD staff reported having completed during the last 18 months provide essential information for understanding "what CRD Extension staff actually do." Each CRD staff member was asked to describe his/her project and to categorize it in terms of four program categories. The kinds of projects completed are presented in Table 3. Projects most frequently were intended to increase community problem solving capacity, or to provide additional facilities

Table 2. Mean FTEs Budgeted for 1974-1978 and Mean Actual FTEs Budgeted for 1978 by States.

Program Categories:	Mean Number FTEs Budgeted 1974-78 By States	Mean FTEs Budgeted For 1978 By States
1. Family Income - assisting leaders and rural citizens to recognize, pursue, and make available income producing opportunities for rural people.	4.33	5.02
2. Community Facilities and Services - professional organizational, leadership, and management assistance to community leaders, citizens groups, local governing officials and planning and development organizations in acquiring needed community facilities and services.	6.67	6.80
3. Public Policies and Issues - assisting rural citizens and governing officials in their efforts to understand relevant public issues and to influence the formulation of public policies affecting them.	4.02	4.80
4. Community Problem Solving Capacity - enhancing the institutional, organizational, and leadership capacities of rural communities to involve citizens in development efforts; to define and meet their own needs; and make public programs and private initiatives meet their needs.	7.58	9.22

or services. Only 16% of the projects were intended to influence family incomes and only 30% were addressed to public policies and issues. These data for completed projects are consistent with the data that show how State Leaders budget staff positions (see Table 2). Extension CRD programs and projects most typically are oriented toward increasing the problem solving capacity of communities and helping them secure facilities and services.

Table 3. Primary Focus of Projects Completed by CRD Staff

Kind of Projects:	Number*	Percent of 113
1. Community Problem Solving Capacity	55	49%
2. Community Facilities and Services	42	37%
3. Public Policies and Issues	34	30%
4. Family Income	18	16%

*Because some projects relate to more than one program category, the total number does not equal 113.

Community changes reported by CRD staff

Now we turn to an analysis of CRD staff's perceptions of community changes that have occurred in part because of CRD's help. We pointed out in the questionnaire for CRD staff that we did not wish to ask them to claim "too much credit" for community changes. We did not ask them to state that their CRD project was the only cause of change.

Instead, we asked them to indicate which changes occurred in part from CRD's help. First, we asked each CRD staff person to describe his/her major CRD project during the past 18 months. Then, we asked the staff member to describe the nature of the project in reference to the four program categories used in the national evaluation.

An inspection of the data in Table 4 indicates that changes related to Community Problem Solving Capacity projects occurred more frequently than other changes. Seventy-seven (68%) of the 113 projects resulted in citizens being trained, with 160.1 citizens trained per project, according to the field staff. Seventy-six projects (67%) resulted in training for local officials. In addition, more than 65% of the projects assisted citizen action groups or helped to form citizen action groups. In terms of Community Facilities or Services projects, about 40% of the projects were seen as leading to increased numbers of families and firms served as well as changes in the number of bonds issued by local government. The field staff indicate that water systems were developed or changed to meet standards in 48 (42%) of the 113 projects.

Fewer projects were seen as leading to changes related to Public Policies and Issues or with Family Finance projects. Note, too, that the mean changes for these projects are relatively small. For example, only about one fourth of the 113 projects were seen as leading to changes related to family finance and the mean changes are relatively small, e.g. 27 (24%) of the projects resulted in an increase in jobs, and the mean increase in jobs for the projects was 3.8%. In summary,

Table 4. Changes Reported Most Frequently From CRD Projects

	CRD Projects for which change is reported		Mean* Change
	No.	%	
A. Community Problem Solving Capacity Projects:			
1. Citizens in leadership training	77	68%	160.1**
2. Elected officials trained	76	67%	60.3
3. Citizen action groups formed or assisted	74	65%	11.1
4. Citizen action groups helped to improve operations	76	67%	22.3
B. Community Facilities and Services Projects:			
1. Change in number families served	44	39%	30.8%
2. Change in number firms served	45	40%	20.0%
3. Change in number bonds issued by local governments	49	43%	-0.8%
4. Change in water system developed or improved to meet standards	48	42%	9.2%
C. Public Policies and Issues Projects (increase in number of local governments assisted with).			
1. Finances or budgeting	43	38%	14.0%
2. Taxation practices	44	39%	9.6%
3. Personnel management	42	37%	5.6%
4. Adoption of land use control measures	43	38%	21.8%
D. Family Income Projects:			
1. Change in number businesses	28	25%	7.6%
2. Change in number jobs	27	24%	3.8%
3. Decrease in demand for marketable job skills	28	25%	-0.1%
4. Increase in number people with new job skills	25	22%	3.6%

*Numbers reported are means for the number of project for which change is reported.

**(160.1) was adjusted to exclude 5 extreme values.

Tables 2-4 show that Extension has emphasized Community Problem Solving Capacity Projects and Community Facilities and Services Projects. Field staff report that fewer Public Policies and Issues projects or Family Finance Projects have been completed and those that have been completed have led to changes in fewer communities and changes of less magnitude compared to other kinds of projects. How have these changes been received? How do citizens evaluate these projects? These issues will be discussed below.

Perceived impact and effectiveness from the point of view of citizens

Two questions were asked to obtain the knowledgeables' perceptions of CRD impact. First, knowledgeables were asked to indicate how well Extension CRD staff provide services to help citizens and communities make decisions and take actions for each of the four program categories. A scale of 0-10 was used to evaluate the services provided, with 0 meaning that the services "Do not help" and 10 meaning "Help very much." In addition, the knowledgeables were asked to make a comparative evaluation of the services provided by Extension CRD relative to other tax-supported services. Knowledgeables used a 0-10 scale to record their answers, with 0 meaning "less worthy than other tax-supported services," 4-6 meaning "equally worthy," and 10 meaning "more worthy than other tax-supported services."

Our analysis of the data presented in Table 5 indicates that the knowledgeables thought that each of the four program categories of CRD was helpful but thought that the services provided in relation to Community Facilities and Services and to Community Problem Solving

Capacity are relatively most helpful. Note, however, that the mean evaluations for the program categories ranged from 6.4 to 7.5 which indicates that each of the categories of programs was viewed as at least moderately helpful. These evaluations by knowledgeables are consistent with the FTE resources budgeted by State CRD Leaders. That is, relatively more staff resources were budgeted (see Table 3) to the categories of programs that were evaluated as most helpful by knowledgeable citizens.

Table 5. Perceived Helpfulness of Four Categories of CRD Programs

Program Categories:	Mean Perceived Helpfulness
1. Family Income	6.5
2. Community Facilities and Services	7.5
3. Public Policies and Issues	6.7
4. Community Problem Solving Capacity	7.1

The comparative evaluation of CRD services, relative to other tax-supported services, adds a second dimension to impact from the point of view of knowledgeables. The mean score for the question that asked about the "worthiness" of CRD services compared to other tax-supported services is 7.3. This result means that, compared to other tax-supported services, knowledgeable citizens perceived that

CRD services provided by Extension were somewhat more worthy than other tax-supported services.

Because the perceptions of knowledgeables could possibly be related to their socioeconomic position, we thought that it was essential to take these factors into account in our analysis. We were particularly concerned about whether the four categories of knowledgeables, that we required CRD staff to name, (i.e., banking, government, media, and County Council), would consist of a core of knowledgeables in one rather than diverse socioeconomic groups. We sought to determine if the sample of knowledgeables is biased in favor of persons with high income and education despite the fact that CRD staff could name any six persons of their choice, in addition to the four who were required.

An analysis of the data in Tables 6 and 7 indicates that most of the knowledgeables are middle to high on both income and formal education. Relatively more of the required knowledgeables from media and banking have higher levels of education and total family income than do the other knowledgeables. Although 335 (76%) of knowledgeables voluntarily named by CRD staff have some college, 49 (83%) of those from media and 59 (84%) of those from banking have some college. There are similar results for total family income. Although 191 (44%) of the other knowledgeables have incomes over $20,000, 29 (57%) of the respondents from media and 43 (64%) of the respondents from banking have incomes over $20,000. These data indicate that although the CRD staff did not systematically seek out other knowledgeables who had

high levels of education and income, a high proportion of those required and voluntarily selected had high levels of education and incomes.

Table 6. Formal Education of Knowledgeables Who Completed Mailed Questionnaires

Formal Education in Years:	Required Knowledgeables				Other Know-ledgeables	Total
	Extension Council or Board	Media	Banking	Local Government		
Grade School	2	0	0	2	11	15
High School	21	10	11	24	95	161
Some College	58	49	59	40	335	541
Total	81	59	70	66	441	717

Table 7. Total Family Income of Knowledgeables Who Completed Mailed Questionnaires

Total Income:	Required Knowledgeables				Other Know-ledgeables	Total
	Extension Council or Board	Media	Banking	Local Government		
up to $9,999	14	11	4	13	90	132
$10,000 to $19,999	33	17	20	26	155	251
$20,000 and higher	31	29	43	24	191	318
Total	78	57	67	63	436	701

Because approximately 60 percent of the total number of knowledgeables, who completed the questionnaires, had high levels of education and income, we felt that it was necessary to determine the degree to which the perceived "helpfulness" of services and "worthiness" compared to other tax-supported services are correlated with education and income. In other words, do the most positive evaluations of impact come from socio-economic "elites"?

The zero-order correlations between perceptions of impact and education level and income level are presented in Table 8. The level of significance for each correlation is presented in parentheses below the correlation. First, note that the correlations are all lcw.

Table 8. Zero-Order Coefficients of Correlation Between Perceived Impact and Formal Education and Total Family Income of Knowledgeables

Characteristics of Knowledgeables:	"Worthiness" Compared to Other Tax-Supported Services	Helpfulness of: Family Income Programs	Community Facilities and Services Programs	Public Policies and Issues Programs	Community Problem Solving Programs
Formal Education	.098 (.009)	-.164 (.000)	-.040 (.288)	-.095 (.012)	-.081 (.032)
Total Income	.094 (.014)	.089 (.020)	-.047 (.217)	-.080 (.035)	-.072 (.059)

This means that knowledgeables' education and total family income are not highly correlated with their perceptions of the "worthiness" of Extension compared to other tax-supported services or to the "helpfulness" of the services provided. In fact, the correlations with helpfulness, although statistically significant, are negative. This means that there is a tendency for high status knowledgeables as a group, to evaluate the services less highly than others of less status. Education and income are significantly correlated with "worthiness" but the correlations are quite low. The best interpretation to give the correlations in Table 8 is that they do not show any meaningful association between the knowledgeables' evaluations of CRD programs and their level of education and total family income. These results are quite consistent with those of Katz and his colleagues (1975:184-186) who have conducted an evaluation of the public's perceptions of government agencies. Katz and colleagues reported that a major finding related to the evaluation of services was the fact that demographic characteristics of clients were rather weak predictors of satisfaction.

Warren (1978) noted that American communities are experiencing many interrelated changes. One aspect of changes occurring at the community level is increasing federal intervention, accompanied by a trend toward citizen participation. Demands for citizen participation are sometimes based on beliefs that citizen involvement serves as a mechanism for gaining acceptance for programs, reducing alienation,

and affording citizens their just share of control over the institutions that govern their lives.

Contemporary events, such as those described above, provide evidence for including public support as one of the essential criteria for evaluating organizational or program effectiveness. Mulford and his colleagues (1977) advocate using public support as one of several multiple organizational effectiveness criteria. They indicate that criteria in the public support domain encompass questions originating from persons outside the organization. Several questions pertaining to community support for CRD were asked in the knowledgeable citizens questionnaire. The response framework for these questions consists of a scale of 0-10, where zero is a reference point for "Not at all" and ten is a reference point for "To a very great extent."

Generally, citizens perceived that CRD programs have above average community support (see Table 9). In reference to citizen participation, knowledgeables perceived that people participated in CRD program planning and program implementation at a moderately high level (mean= 6.1 and 6.4, respectively). Another indication of community support is the knowledgeables' beliefs that CRD did an above average job in coordinating its efforts with the community development of other agencies (mean= 6.1). The highest perception of community support was indicated relative to the extent to which CRD programs were consistent with citizens' perceptions of their needs whereas perceptions of the extent to which people had a clear understanding of CRD's mission received the lowest rating (mean= 5.5).

Table 9. Mean Scores for Knowledgeables' Responses to Community Support Questionnaire Items

Questionnaire Items:	Mean Scores
Extent to which:	
People participate in planning CRD programs	6.1
People participate in carrying out CRD programs	6.4
People have a clear understanding of CRD's mission	5.5
CRD programs are consistent with citizens' perceptions of their needs	7.7
Other agencies' community development activities are coordinated by CRD	6.1

It has been noted that community and organizational theorists emphasize the importance of community participation while organizational theorists posit that organizational effectiveness is related to public support. Therefore, correlation coefficients were computed to determine the extent to which knowledgeables' perceptions of community support are related to their perceptions of CRD impact (perceived helpfulness) in four program areas. Consistent with predictions stated in organizational effectiveness literature, each of the community support variables is significantly related to each of the CRD impact variables (see Table 10). Note that the magnitudes of these correlations are moderately high.

Table 10. Zero-Order Correlation Coefficients for Community Support and Perceived Helpfulness

Community Support Variables \ CRD Impact Variables	Categories of CRD programs: Family Income Impact	Community Facilities and Services Impact	Public Policies and Issues Impact	Community Problem-Solving Capacity Impact
People part cipate in planning CRD programs	.34	.36	.41	.42
People participate in carrying out CRD programs	.36	.43	.40	.43
People have a clear understanding of CRD's mission	.41	.35	.41	.43
CRD Programs are consistent with citizens' perceptions of their needs	.36	.45	.42	.48
Others agencies' community development activities are coordinated by CRD	.38	.49	.46	.46

*All Relationships, reported above, are statistically significant at a level above .01.

Results of the Assessment of Positive and Negative Consequences

Perceptions of positive and negative consequences were assessed for community audiences that are of special interest to the Congress, the Extension Services and to the public. The data reported here came from 45 State Leaders, 113 CRD Staff who have completed or nearly completed a project in the last 18 months, and from 726 citizens selected by the CRD Staff because of their knowledge of CRD activities. The respondents were asked to rate the extent each of nine (9) special client/audiences were likely to have been affected by or shared differently in the positive and negative community consequences resulting from Extension CRD's efforts to help communities reach their goals. Positive and negative consequences were assessed separately for each of the nine (9) client groups and rated on a scale of 0-10 (0=shared to no extent, 10=shared to a great extent).

These findings have important applied implications for CRD Staff. The findings suggest that it may be helpful for CRD Staff to continue to be aware of the importance of developing community support. In view of the finding pertaining to knowledgeables' understanding of CRD's mission, efforts may be needed to encourage participation by lay persons, and to communicate with lay persons and their leaders so that they will have opportunities to acquire a better understanding of CRD's mission. CRD Staff should be interested in continuing to determine whether their projects are consistent with citizens' perceptions of their own needs. In addition, coordination with other agencies is related to the impact achieved through CRD projects. Hence, continued coordination of CRD efforts with other agencies' community development activities is essential.

Summary

This research has provided support for the evaluation framework utilized by us. We found it particularly helpful to use knowledgeable citizens in our evaluation of CRD projects and to analyze the correlates of perceived impact and effectiveness. We found that community support dimensions are significantly correlated with perceived "helpfulness" of CRD projects.

We suggest that these community support dimensions should be carefully considered by Extension. Program planning and development in Extension should not take place in isolation from clients and potential clients.

Our data suggest that it is essential that citizens understand Extension's mission and that programs are seen as consistent with local needs. Finally citizens should be involved in planning, implementing and evaluating Extension projects. Citizen participation will not occur without costs, but our results provide support for those who are interested in evaluation based upon criteria other than economic cost effectiveness.

State Leaders' Perceptions of Positive and Negative Consequences

The mean values for State Leaders', Field Staffs' and Knowledgables' perceptions of positive and negative consequences for the nine (9) special audiences assessed in the study are presented in tables 2 and 3. It should be noted that the mean values reported for State Leaders are based upon the average of the values given separately for each CRD program category. Net values for positive consequences are presented in Table 4. Net values were

computed by subtracting the mean score for the extent each group shared in negative consequences from the mean score for the extent each groups shared in positive consequences.

Table 2. Mean Values for Share in Positive Community Consequences

Audiences:	Based on Perceptions of: State Leaders*	Field Staff	Knowledgeables
Low Income	5.9	6.5	6.3
Racial/Ethnic	5.6	6.0	5.1
Small Farmers	5.6	5.4	7.3
Managers	6.4	6.3	5.7
Youth	5.6	6.1	7.3
Senior Citizens	6.2	6.4	6.8
Geographically Isolated	5.2	5.3	5.4
Local Officials	7.6	7.5	7.2
Handicapped	4.7	4.8	5.4

*Values shown for State Leaders are based on the mean values for four program categories.

According to the perceptions of State Leaders, all of the client/audiences shared substantially in positive consequences of CRD programs and efforts. All client groups are perceived to share fairly equally at a moderate level of

likely to get benefits from CRD programs and efforts. When negative consequences are considered, CRD Staff perceived a generally lower likelihood of negative consequences for each of the special client/audiences than were perceived by State Leaders or Knowledgeable Citizens. However, CRD Staff also perceived local officials as sharing in the highest level of negative consequences compared to other client groups. Also, according to CRD Staff, racial/ethnic minorities, small farmers, and youth were least likely to receive disbenefits.

Table 4. Net Positive Community Consequences

	Based on Perceptions of:		
Audiences:	State Leaders*	Field Staff	Knowledgeables
Low Income	3.5	5.5	4.5
Racial/Ethnic	3.4	5.1	3.4
Small Farmers	3.2	4.5	5.6
Managers	4.2	5.3	3.8
Youth	3.7	5.2	5.7
Senior Citizens	4.1	5.3	5.1
Geographically Isolated	2.9	4.3	3.6
Local Officials	5.2	6.1	5.3
Handicapped	2.9	3.8	3.6

*Values are based on the mean values for four program categories.

Knowledgeables' Perceptions of Positive and Negative Consequences

As is true for State Leaders and CRD Staff, the Knowledgeable Citizens included in the survey also perceived that most client groups were likely to have shared in positive consequences of Extension CRD work. These citizens also viewed local officials as least likely to get the benefits in comparison to other groups except for small farmers and youth who they saw as most likely

to receive benefits. This result would appear to be consistent with the traditional view of Extension services as being directed primarily at agricultural and 4-H youth activities. Contrary to the views of State Leaders and CRD Staff, Knowledgeable Citizens viewed racial/ethnic minorities rather than the handicapped as the group most likely to share in positive consequences. When negative consequences are considered by Knowledgeable Citizens, they viewed local officials and managers as being most likely to share in disbenefits from CRD programming and youth as least likely to share disbenefits.

In summary, it is apparent that State Leaders, CRD Staff and citizens knowledgeable about Extension CRD work all perceived that the special audiences shared in the positive consequences to a moderately high extent and that all client groups shared in negative consequences to a small extent. However, in general, the State Leaders perceived a somewhat higher likelihood of negative benefits accruing to the client groups than either CRD Staff or Knowledgeables. This difference could be due to the distance that State Leaders are removed from what is actually going on and the possibility that they are, therefore, less accurate in their perceived assessments. Or the difference could be due to those most closely involved in CRD activities at the local level (Field Staff and Knowledgeable Citizens) being somewhat more reluctant to report disbenefits for local client groups. A third possibility could be that CRD Staff and Knowledgeable Citizens are, in a sense, too close to the situation to be able to accurately assess it. In otherwords, their perceptions may reflect some local special interests. The perceptions of State Leaders and CRD Staff that local governing officials received the most benefits from CRD activities is consistent with the finding that CRD Staff reported the use of local governing officials as the second most frequent

source of information for program development, next to clientele. In addition, most of the resources budgeted for CRD programs by State Leaders and most of the 113 projects described by CRD Staff in this research focus upon increased community problem solving capacity, and upon increased community facilities and services. These results may explain why local officials are perceived as most likely to receive benefits.

Net positive consequences as perceived by State Leaders, CRD Staff, and Knowledgeable Citizens may also clarify some of the differences among their perceptions. In terms of sharing in positive consequences that have been reduced by the extent each client group is perceived to share in negative consequences, State Leaders and Field Staff appear to agree that local government officials received the most net benefits from Extension CRD efforts. Likewise, they agreed that the handicapped and geographically isolated shared in the least net benefits compared to other client groups. Knowledgeable Citizens, on the other hand, viewed the most net benefits accruing to small farmers and youth with racial/ethnic minorities, handicapped and geographically isolated receiving the least extent of net benefits.

Summarizing the opinions of State Leaders, CRD staff and Knowledgeable Citizens as to who benefits from Community Resource Development programs, we find that overall they perceived that each of the special client groups were likely to share substantially in positive consequences of CRD work. Similarly State Leaders, CRD Staff and Knowledgeables viewed minimal negative consequences accruing to the client groups, although the State Leaders perceived a somewhat higher likelihood of negative consequences for clients than the other two groups of respondents. CRD Staff tended to perceived a higher level of net positive benefits than either State Leaders or Knowledgeables. Perhaps

it is most useful for evaluation of CRD programs and for evaluation of other social programs to note that there is considerable variable between the perceptions of top administrators and local staff as well as between either type of staff and the citizen knowledgeables. This suggests that information from all these sources is needed for a comprehensive evaluation of social programs. For example, according to the knowledgeable citizens the highest level of net benefits accrue to small farmers and youth. This is evidence that Extension may not have successfully corrected a service bias for which they have been criticized. On the other hand, the perceptions of State Leaders and CRD Staff would suggest ad different conclusion.

The fact the all State Leaders, CRD Staff and Knowledgeable Citizens consistently see a high level of benfits accruing to local governing officials is another example of information that is useful for program evaluation. Extension may want to more closely examine why this is the case. Questions to be answered are: What specifically are these benefits and do the benefits for local governing officials also serve the public interest?

It seems appropriate that the information derived from our analysis, if implemented correctly, could have vast ramifications. Most importantly, realizing the fact that certain "special" client groups benefit more from CRD programs than others, steps could be taken to ensure better service to the public in general. In other words, this revelation may result in a revamping of the audiences of CRD programs. Even so, something positive may be gleaned from the existence of special client groups and could help to disprove the notion that Extension caters only to traditional Extension clientele.

Summary

Planning for future Extension evaluations of CRD programs should take account of an observation made by some CRD Staff regarding the sections of their questionnaire which pertain to assessing community changes and the consequences that result, in part, from CRD work. Specifically, some CRD Staff indicated difficulty with assessing benefits and disbenefits, noting that the difficulty arose from the absence of mechanisms developed for recording these impacts as part of their regular CRD activities. Extension might consider how procedures could be developed to collect data regarding community changes and positive and negative consequences for clients. Procedures such as these would greatly facilitate future evaluation efforts.

We believe that our analysis presents a strong argument for including an assessment of who benefits in the evaluation of social programs and policies. The analysis also provides support for the usefulness of examining negative and positive consequences for different client populations as an approach for assessing the comparative benefits of social programs for a variety of clients. Finally, the data presented also suggest that perceptions of clients of programs add a necessary dimension to the information needed to evaluate social programs.

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Table A. Changes Resulting from Community Problem Solving Capacity Projects

Community Changes:	CRD Projects for which change is reported No.	%	Mean* Change
1. Citizens in leadership training	77	68%	160.1**
2. Elected officials trained	76	67%	60.3
3. Citizen action groups formed or assisted	74	65%	11.1
4. Citizen action groups helped to improve operations	76	67%	22.3
5. Number of surveys conducted	73	65%	6.3
6. Number government organizations formed	73	65%	2.1
7. Number local governments helped to develop master plans	76	67%	1.7
8. Degree some groups or individuals excluded from planning and decisionmaking	77	68%	2.8
9. Degree decisions made by elites	76	67%	3.6
10. Degree change in number of community organizations cooperating in CRD work	76	67%	6.0

*Numbers reported are means for the number of projects that reported changes. Mean values are in absolute units except when a "degree" of change is reported on a 1-10 scale.

**Mean (160.1) was adjusted to exclude 5 extreme values.

Table B. Changes Resulting from Community Facilities and Services' Projects

Community Changes:	CRD Projects for which Change is Reported No.	%	Mean Change*
1. Change in number families served by newly created Fs and Ss	44	39%	30.8%
2. Change in number firms served	45	40%	20.0%
3. Change in number bonds issued by local governments	49	43%	- .8%
4. Change in water systems developed or improved to meet standards	48	42%	9.2%
5. Change in sewer systems developed or improved to meet standards	48	42%	5.7%
6. Change in solid waste systems developed or improved to meet standards	47	42%	10.5%
7. Number of communities deciding against expansion of Fs and Ss	41	36%	0.3
8. Number of communities deciding in favor of expansion of Fs and Ss	38	34%	2.5
9. Change in assessed value of real property	48	42%	8.9%
10. Change in utility rates	43	38%	4.0%
11. Change in real estate value	46	41%	11.9%
12. Changes in land acreage used for food and fiber	46	41%	2.3%
13. Change in duplication of water, sewer, solid waste services	47	42%	1.1%
14. Change in use of water, sewer, solid waste services	41	36%	13.9%
15 Change in conditions that affect public health	40	35%	13.2%
16. Change in health delivery facilities, programs, and services	46	41%	11.6%
17. Change in public transportation Fs and Ss	40	35%	2.5%
18. Number recreation facilities and/or parks constructed, or improved	42	37%	2.4
19. Number recreation programs initiated, expanded, or improved	40	35%	3.3
20. Change in number of families served by recreation programs and/or parks	37	33%	15.3%

*Numbers reported are means for the number of projects that reported changes. Mean values are in absolute units or in percent (%) changes.

Table C. Changes Resulting From Public Policies and Issue Projects

Increase in number of local governments assisted with:	CRD Projects for which change is Reported No.	%	Mean Change*
1. Finances or budgeting	43	38%	14.0%
2. Taxation practices	44	39%	9.6%
3. Personnel management	42	37%	5.6%
4. Adoption land use control measures	43	38%	21.8%
5. Degree awareness and dialogue generated to deal with issues and policies	56	49%	6.8
6. Degree conflict has developed from dialogue and awareness	55	49%	3.6
7. Degree communities strengthened by awareness and discussions	55	49%	6.8
8. Degree isolated and self-oriented communities were developed by awareness and dialogue	52	46%	2.8

*Numbers reported are means for the number of projects that reported changes. Mean values are in percent (%) changes except when a "degree" of change is reported on a 0-10 scale.

Table D. Changes Resulting from Family Income Projects

Community Changes:	CRD Projects for which change is Reported No.	%	Mean* Change
1. Change in number businesses	28	25%	7.6%
2. Change in number of jobs	27	24%	3.8%
3. Decrease in demand for marketable job skills	28	25%	-0.1%
4. Increase in number of people with new job skills	25	22%	3.6%
5. Change in employment rate	27	24%	1.5%
6. Change in real property values	30	26%	5.9%
7. Change in population	30	26%	1.9%
8. Change in assessed valuation of property	28	25%	3.9%
9. Change in quality of environment	29	26%	9.9%
10. Change in agricultural and/or marshland	30	26%	4.9%
11. Change in crime rate	28	25%	0.6%

*Numbers reported are means for the number of projects that reported changes. All means are in percents (%).